

Message Text

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EXDIS

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SUBJ: CONSULTATIONS WITH NATO ALLIES

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1. THE TURKS HAVE TRADITIONALLY BEEN SENSITIVE TO EX-
CLUSION FROM ALLIED CONSULTATIVE GROUPINGS. THIS SENSI-
TIVITY HAS, AS FAR AS WE CAN DETERMINE FROM ANKARA, BEEN
PARTICULARLY ACTURE REGARDING NON-MEMBERSHIP IN ESTABLISHED
ALLIANCE BODIES, SUCH AS THE NUCLEAR PLANNING GROUP (NPG),
AND IN CASES WHEN THE FACT OF TURKISH NON-INCLUSION HAS
BEEN REVEALED PUBLICLY. NOT A CHARTER MEMBER OF THE
ALLIANCE, THE TURKS HAVE OVER THE YEARS FELT A NEED TO
JUSTIFY THEIR MEMBERSHIP IN NATO, OFTEN IN THE FACE OF
CONFLICTING PUBLIC AND POLITICAL PRESSURES. TURKISH
INCLUSION IN ALLIANCE POLITICAL AND POLITICAL/MILITARY
GROUPINGS CAN BE WORN LIKE A BADGE TO IMPRESS OR CON-
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VINCE THEMSELVES, AS WELL AS OTHERS, THAT THEY ARE
A FULL MEMBER OF THE "CLUB".

2. THE TURKISH ABILITY TO PARTICIPATE IN THE FULL
RANGE OF ALLIANCE CONSULTATIONS IS, HOWEVER, LIMITED.
TURKISH OFFICIALS HAVE ADMITTED THAT THE GOT'S
BUREACRACY IS THIN WHEN IT COMES TO DEALING WITH

INTERNATIONAL POLITICAL MATTERS NOT OF IMMEDIATE CONCERN, AS WELL AS WITH THE INTRICACIES OF ARMS CONTROL AND OTHER POLITICAL-MILITARY NEGOTIATIONS. GENERALLY, ONLY A FEW FOREIGN MINISTRY AND MILITARY OFFICERS ARE TARGETED ON ANY ONE ISSUE (E.G. MBFR NEGOTIATIONS), AND THEN ONLY ON A PART-TIME BASIS. THEREFORE, THE TURKS CANNOT BE EXPECTED TO BACKSTOP A LARGE NUMBER OF MEETINGS ON ALL OF THE SUBJECTS OF CONCERN TO THE ALLIANCE.

3. DESPITE THESE BUREAUCRATIC SHORTCOMINGS, OUR IMPRESSION FROM ANKARA IS THAT THE TURKS HAVE SOUGHT INCLUSION IN CONSULTATIVE GROUPINGS, ALTHOUGH IN MANY CASES ACKNOWLEDGING THAT THEY HAVE HAD RELATIVELY LITTLE TO CONTRIBUTE. ALSO, IN CERTAIN CASES, ALLIANCE INTERESTS AND CONCERNS--SUCH AS RELATING TO AFRICA AND THE MIDDLE EAST--HAVE TOUCHED ON AREAS WHERE THE GOT WANTS TO PURSUE POLICIES PUBLICLY FAVORABLE TO ISLAMIC, NON-ALIGNED AND OTHER NATIONS, SUCH AS LIBYA, WITH WHOM THE GOT IS ENCOURAGING FRIENDLY AND CLOSER RELATIONS FOR ESSENTIALLY BILATERAL REASONS.

4. FROM OUR STANDPOINT, THERE ARE SEVERAL POSITIVE ASPECTS TO BROADER AND MORE REGULAR INCLUSION OF THE TURKS IN ALLIANCE CONSULTATIVE GROUPINGS:
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--SUCH PARTICIPATION IS EDUCATIVE AND FOSTERS A SENSE OF CORPORATIVE "BELONGING" ON THE POLICY LEVEL;
--THE CONSULTATION PROCESS REINFORCES THE TURKISH COMMITMENT TO NATO INTERESTS AND REDUCES THE POINTS OF CONFLICT OR DIVERGENCE BETWEEN NATO AND TURKISH VIEWPOINTS;
--THE MERE FACT OF INCLUSION--WHETHER OR NOT THE TURKS ARE PREPARED TO MAKE A SIGNIFICANT CONTRIBUTION IN EACH CASE--INFORMS AND UPDATES THE GOT ON INTERNATIONAL ISSUES WHICH ARE NOT ADEQUATELY COVERED BY ITS FOREIGN POLICY AND MILITARY BUREAUCRACIES; AND
--THE MORE TURKEY CAN BE BROUGHT INTO THE "INNER SANCTUM" OF ALLIANCE CONSULTATIONS, THE GREATER THE GOT'S ABILITY TO PROVE TO ITSELF AND TO PUBLIC OPINION THAT THE ALLIANCE FUNCTIONS TO TURKEY'S BENEFIT IN THE INTEREST OF COLLECTIVE DEFENSE.

5. IN SUM, WE BELIEVE THAT, IF THE USG IS TO ERR AT ALL IN THE MATTER OF CONSULTATIONS AMONG ALLIES, IT IS BETTER TO PURSUE THE OPTION OF BROADER CONSULTATIONS WITHIN THE CAPABILITIES OF OUR OWN POLICY MANAGERS TO SHARE THEIR VIEWS WITH AS MANY OF OUR NATO

PARTNERS AS POSSIBLE.

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